

Thursday, 1 September 2022

*Te Hui o Te Kaunihera ā-Rohe o Heretaunga*

**Hastings District Council**

**Hearings Committee Meeting**

*Kaupapataka*

## Agenda – Pre-circulated Applicant Evidence

**Kāinga Ora - Homes and Communities - Limited Notified Resource  
Consent Application for residential development, 1012, 1014, 1018  
Grove Road and 1015 - 1023 Sussex Street, Hastings (RMA20210495)**

*Te Rā Hui:*  
Meeting date: **Thursday, 1 September 2022**

*Te Wā:*  
Time: **9.30am**

*Te Wāhi:*  
Venue: **Council Chamber  
Ground Floor  
Civic Administration Building  
Lyndon Road East  
Hastings**

*Te Hoapā:*  
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*Te Āpiha Matua:*  
Responsible  
Officer: **Group Manager: Planning & Regulatory Services - John  
O'Shaughnessy**

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**TE KAUNIHERA Ā-ROHE O HERETAUNGA**

## *Te Rārangī Take*

# Order of Business

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**Applicant's pre-circulated evidence for Kāinga Ora - Homes and Communities - Limited Notified Resource Consent Application for residential development, 1012, 1014, 1018 Grove Road and 1015 - 1023 Sussex Street, Hastings (RMA20210495)**

### **DOCUMENTS CIRCULATED FOR HEARING - COMPILED AS TWO SEPARATE DOCUMENTS**

<b><u>Document 1</u></b>	The covering administrative report	<b>Pg 1</b>
<b>Attachment 1</b>	Gemma Guilford - landscape and visual evidence	<b>Pg 3</b>
<b>Attachment 2</b>	Brendan Liggett - corporate evidence	<b>Pg 19</b>
<b>Attachment 3</b>	Wayne Hodson - engineering evidence	<b>Pg 37</b>

**The Application and Submissions can be viewed on the Council website.**

Thursday, 1 September 2022

Item 2

*Te Hui o Te Kaunihera ā-Rohe o Heretaunga*

**Hastings District Council: Hearings Committee Meeting**

*Te Rārangi Take*

# Report to Hearings Committee

**Nā:**  
**From:** **Christine Hilton, Democracy and Governance Advisor**

**Te Take:** **Applicant's pre-circulated evidence for Kāinga Ora - Homes and Communities - Limited Notified Resource Consent Application for residential development, 1012, 1014, 1018 Grove Road and 1015 - 1023 Sussex Street, Hastings (RMA20210495)**  
**Subject:**





## 1.0 Purpose and summary - *Te Kaupapa Me Te Whakarāpopototanga*

- 1.1 The purpose of this report is to have a means to attach the Applicant's pre-circulated evidence and to put it onto the website prior to the hearing – as is required by the provisions of the Resource Management Act.
- 1.2 This pre-circulated evidence has also been sent to the Hearings Committee members on this hearing panel and to the submitter, the reporting planner and the other council officers involved with this hearing.

## 2.0 Recommendations - *Ngā Tūtohunga*

That the Applicant's pre-circulated evidence for Kāinga Ora - Homes and Communities - Limited Notified Resource Consent Application for residential development, 1012, 1014, 1018 Grove Road and 1015 - 1023 Sussex Street, Hastings (RMA20210495) be put onto the website prior to the hearing on 1 September 2022 so it can be viewed by the parties and the public.

## Attachments:

<a href="#"></a> 1	Gemma Guilford - landscape and visual evidence	12380#0084
<a href="#"></a> 2	Brendan Liggett - corporate evidence	12380#0085
<a href="#"></a> 3	Wayne Hodson - engineering evidence	12380#0086
<a href="#"></a> 4	Kate Graham - planning evidence	12380#0088

Document 2



**BEFORE A HEARINGS COMMITTEE IN HASTINGS**

**UNDER** the Resource Management Act 1991 (**RMA**)

**IN THE MATTER** of an application by Kāinga Ora-Homes and  
Communities under s88 RMA for consents to  
undertake a 24 unit residential housing  
development and other associated works at  
1012, 1014 and 1018 Grove Road, and 1015 –  
1023 Sussex Street, Mayfair, Hastings.  
(RMA2021049)

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**STATEMENT OF EVIDENCE OF GEMMA FRANCES GUILFORD ON  
BEHALF OF KĀINGA ORA-HOMES AND COMMUNITIES**

**LANDSCAPE AND VISUAL**

Dated: 17 August 2022

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**BUDDLE FINDLAY**

Barristers and Solicitors  
Auckland

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## 1. SUMMARY OF EVIDENCE

- 1.1 The landscape design documentation included within the resource consent application for the development of a 24 lot residential subdivision at 1012, 1014 and 1018 Grove Road, and 1015 to 1023 Sussex Street, Mayfair Hastings are considered to be highly detailed and resolved for this stage of the approval process. The drawing set provided at time of the Section 92 response (10 December 2021) is resultant of numerous in person design discussions, landscape and urban design peer review, and further suggested revision reached between the development team and Hastings District Council (HDC).
- 1.2 To this end, I believe the current plan reflects a highly detailed and well considered approach to for the needs of the Applicant and acceptable by the Council, without adversely impacting on the amenity of the area or compromising the needs of future residents.
- 1.3 The detailed level landscape design presented is in accordance with the Kāinga Ora landscape and guidelines and specifications and provides a level of detail that is beyond what is normally considered acceptable at concept design. This level of detail is provided for assurances of a successful project.
- 1.4 In my view, the final design reflects a development that incorporates various considered inputs from all experts involved and presents a coherent and legible urban development that will provide a safe, pleasant and positive environment for future residents, with specific design features tailored for the intended occupants and will reflect positively on the receiving environment.

## 2. INTRODUCTION

- 2.1 My full name is Gemma Frances Guilford. I am a Landscape Architect at Development Nous Limited based in Hastings, Hawkes Bay.
- 2.2 I have a Bachelor of Design in Landscape Architecture (2nd Class Honours) from Victoria University of Wellington. I am a member of the New Zealand Institute of Landscape Architects.
- 2.3 I have 15 years professional experience as a Landscape Architect, 5 years of which locally based, with the remainder undertaken in

Australia. My background includes a diverse range of projects involving structure planning, master planning, design and documentation of landscape for commercial developments, apartment buildings, brown-field redevelopment of urban precincts, large scale road infrastructure projects, Landscape Visual Impact Assessments and designing parks and gardens.

- 2.4 I have been involved in numerous broad scale residential developments both in Australia and New Zealand, the largest being part of a team that developed a Master Planned Community with around 17,000 lots to be home to a population of 45,000 people in Yarrabilba, Queensland.
- 2.5 Since joining Development Nous Limited, I have developed an in depth understanding of multi-disciplinary planning, design and construction practices and of New Zealand's environmental policies and regulatory processes.
- 2.6 In New Zealand I have worked with consulting teams on extensive Kāinga Ora-Homes and Communities (**Kāinga Ora**) projects from inception to completion in Hawkes Bay, Hamilton and Gisborne. I have also been a part of local structure planned residential communities such as the Brookvale Romanes precinct in Havelock North, Iona Subdivision Havelock North, Riverbend Road in Napier. For private clients, I have worked on a number of rural farm parks which operate under a resident's association with communal park and landscape areas owned and managed by the association.

#### **Involvement in the Proposal**

- 2.7 This evidence is in respect of a proposal Kāinga Ora for the construction of 24 dwellings, comprising a mixture of 2, 3, 4 and 5-bedroom units in standalone and duplex typologies, and associated site works and subdivision (**Proposal**) at 1012, 1014 and 1018 Grove Road, and 1015 – 1023 Sussex Street, Mayfair, Hastings (**Site**).
- 2.8 I became involved in the Proposal in March 2021 where I assisted the project team to prepare the concept master plan options for initial meetings and design reviews with the Kāinga Ora Technical Advisory Group (TAG) and subsequent iterations of the scheme to the current layout.



2.9 My ongoing role has also been to undertake the landscape design for the Proposal to ensure general compliance of the landscape and urban design components with the Kāinga Ora technical specifications and landscape guides and applicable planning and statutory framework. This role has included:

- (a) Site visit and site analysis (opportunities and constraints);
- (b) Assist with lot and road layout concept designs; and
- (c) Landscape design including pathway/ driveway design and materials allocation, fencing and furniture allocation and soft landscape design (planting design).

2.10 I have visited the site and its surrounds on a number of occasions to conduct site investigations for the landscape design from March 2021 to present. My last site visit was on the 10 of August 2022.

### 3. CODE OF CONDUCT

3.1 I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2014. I confirm that I have complied with the Code of Conduct in preparing this statement of evidence. Unless I state otherwise, this evidence is within my sphere of expertise, and I have not omitted to consider material facts known to me that might alter or detract from the opinions I express.

### 4. SCOPE OF EVIDENCE

4.1 The purpose of my evidence is to provide a background to the Landscape Architectural component of the proposal.

4.2 My evidence is structured as follows:

- (a) Briefly describe the Proposal (Section 5);
- (b) Briefly describe the site (Section 6);
- (c) Discuss landscape overview (Section 7);
- (d) Discuss proposed mitigation (Section 8);
- (e) Discuss actual or potential effects (Section 9);
- (f) Comment on issues raised by the s42A report relevant to my area of expertise (Section 11); and



- (g) Provide a brief conclusion (Section 12).

4.3 In preparing this evidence I have read:

- (a) The WSP Resource Consent Application (Assessment of Environmental Effects) (24 September 2021);
- (b) The Hastings District Council section 95 report;
- (c) The Hastings District Council section 92 Letter (29 October 2021);
- (d) WSP Section 92 Response (10 December 2021);
- (e) The Hastings District Council S42A Report for a Limited Notified Resource Consent (RMA20210495);
- (f) Form 13 Submission on Limited Notified Resource Consent Application: RMA20210495 (11 May 2022); and
- (g) Property file number 12380#0076 Kainga Ora Mitigation Measures document.

5. **PROPOSAL**

5.1 The Proposal is for the design and construction of 24 medium density dwellings, comprising a mixture of 2, 3, 4 and 5-bedroom units in standalone and duplex typologies to replace existing dwellings at 1012, 1014 and 1018 Grove Road, and 1015 – 1023 Sussex Street, Mayfair, Hastings. Landscape design is guided by the 'Kāinga Ora Landscape Design Guide for State Housing'<sup>1</sup> and is described generally within the project briefing document as follows:

- (a) Optimise and consolidate landscape elements to maximise amenity;
- (b) Design that clearly defines private and shared outdoor living areas with a balance between passive surveillance and privacy;
- (c) Landscape layouts that follow CPTED (Crime Prevention Through Environmental Design) principles for safe environments;

<sup>1</sup> <https://kaingaora.govt.nz/assets/Publications/Design-Guidelines/Landscape-Design-Guide-for-State-Housing.pdf>

- (d) Provide direct access to front doors with all weather pathways and with integrated letter box and lighting;
- (e) Use native (and selective exotic) plant species that foster local flora and fauna and are hardy and easy to maintain;
- (f) Include the minimum number of fruit trees required for unit size;
- (g) Provide service areas that integrate washing line, bin storage and outdoor storage requirements and are screened where appropriate; and
- (h) Design driveway, pathway and parking area surface materials that are robust, durable and configured to promote safety, functionality and visual amenity. Surface treatments are to be varied to minimise the visual extent of the hardstand.

5.2 Kāinga Ora provides standard design documents and design guides for their consultants.

## 6. SITE AND CONTEXT

### The Site

- 6.1 The site includes eight (8) existing Kāinga Ora properties located at 1012, 1014 and 1018 Grove Road, and 1015 to 1023 Sussex Street, Mayfair Hastings.
- 6.2 Grove Road provides the western frontage to the site and is classified as an Arterial Road under the Partially Operative Hasting District Plan, with a designated traffic speed of 50km/hr. Grove Road is a 20m wide road corridor with foot paths to both berms. There are no existing street trees within the eastern berm adjoining the site. There are no existing light poles fronting the Grove Road properties.
- 6.3 Grove Road currently consists of single storey dwellings with either brick or weatherboard facades. Properties are provided with either low or no fencing with some vegetation present to building curtilages. Properties are open to the street with direct vehicle access and pedestrian access to front doors.
- 6.4 There is an existing transformer located within the berm fronting the property at 1016 Grove Road. This dwelling is privately owned and not a part of the development site.

- 6.5 Directly opposite the site lies Windsor Park which is a large public park. The park edge adjoining Grove Road is lined with large mature trees that provides a high level of amenity to the neighbourhood and a great outlook to the properties opposite.
- 6.6 Sussex Street borders the eastern edge of the site and is classified as a local road having a traffic speed of 50km/hr. Sussex Street is a 15m wide road corridor and provides footpaths to the back of kerb on both sides of the corridor. Again, no street trees are located within the road corridor.
- 6.7 Sussex Street is similar to that of Grove Road containing single storey dwellings of a similar form and materiality. The existing dwellings along Sussex Street are provided with open and visible frontages to the street with low or no fencing adjoining the berm and direct vehicle and pedestrian access. Properties are lining both sides of the street on a smaller road corridor width. The berm adjoining the site contains existing power poles and overhead power lines.
- 6.8 The extent of vegetation within the project site varies with some existing properties containing more gardens than others, such as 1015 Sussex Street which contains a well-established garden containing both natives and exotic tree and understory species, none of the which are deemed significant. The remaining sites contain a scattering of trees of varying maturity, health, and vigour. None of the vegetation across the broader site is considered significant but all effort to retain mature trees is undertaken during the design process.
- 6.9 The combined site topography can be deemed generally flat falling gently from Grove Road to Sussex Street, west to east. The site does not contain any significant landscape features or natural characteristics that require special consideration.

#### Site Context

- 6.10 The contextual landscape is similar to the subject site, including older suburban streets lined with single storey standalone dwellings on larger lots, a low-density environment typical of broader Hastings. The neighbourhood is well connected to local amenities, including schools, churches, local shops, parks and recreation areas. The street network

has been allocated with extensive off-road pedestrian network providing all weather and accessible connections for the community.

6.11 A major asset to the neighbourhood is Windsor Park which fronts the Grove Road edge of the site. This park includes extensive leisure, sport and recreation opportunities and has the benefit of old growth trees providing additional amenity and sense of place as well as a meandering waterway, Awahou Stream, dissecting the site. 'Splash Planet' a themed water park is situated centrally within Windsor Park and is a very popular venue during the summer months, located right at the doorstep of the development.

6.12 Being an arterial route, Grove Road provides extensive on road car parking and is part of the local public transport route.

## 7. LANDSCAPE OVERVIEW

7.1 The Proposal is for the development of a 5,612m<sup>2</sup> greenfield site to create 24 residential lots for Kāinga Ora. The scheme proposes lots ranging from 130m<sup>2</sup> to 360m<sup>2</sup> and will contain a series of 2, 3, 4 and 5 bedrooms stand alone and duplex, single and two storey dwellings.

7.2 The layout of the Site is designed to tie in with the existing neighbourhood by providing dwellings addressing both road frontages, including six (6) 2-bed duplex's fronting Grove Road and six (6) 3, 4, and 5 bed dwellings fronting Sussex Street. The depth of the Site has meant that an internal shared roadway access was required to service the dwellings proposed within the centre of the site. This has resulted in a one way Jointly Owned Access Lot (JOAL) that enters the Site off Grove Road running along the northern boundary to dogleg south towards the southern boundary to do another 90 degree turn to exit at Sussex Street. This provides the most efficient arrangement to service the 9 lots central to the Site.

7.3 The landscape design aims to integrate the Site into the receiving neighbourhood by utilising texture, colour, materials and finishes that provide a high level of amenity and ground the dwellings into the established streetscape and neighbourhood.

7.4 Every component of the Proposal has been considered within the landscape package including the fencing, letterboxes, pathways, driveways and carparks, front door access, utility and service areas



including sheds, washing lines, water tanks and rubbish bin locations. These items being predominantly hardscape and furniture have then been grounded and softened through the incorporation of an extensive planting design and allocation of as much open lawn area as possible for each unit.

- 7.5 A mix of natives and exotic plant species have been proposed across the site, chosen for their hardiness, attractiveness, and low maintenance attributes. Where possible we have also included two fruit trees per lot for the benefit of the customers.
- 7.6 Fencing design is a large component of the design process for Kāinga Ora projects and the TAG panels investigate these designs closely to ensure that privacy is provided for the customers while key locations are allocated visual permeability to ensure that passive surveillance is accounted for across the project for safer communities. This is also reflected in housing orientation which orientated the higher used interior areas of the home such as the kitchen, dining and living towards the street and JOAL to allow for "eyes on the street" creating a safer and more integrated community. Fencing adjacent these locations is either low or has a percentage of visual permeability for continued surveillance. The dwellings have been kept open to the street for this purpose with most fencing starting 500mm behind the front façade allowing views to the street from kitchen windows.
- 7.7 The Site does not contain any significant landscape features or natural characteristics that require special consideration. However, the surrounding and adjoining neighbourhood requires consideration and sensitivity. These factors influenced design inputs and were matters incorporated into the current design. The design has been careful to located washing lines, sheds, and bins where they are not visible from the street (excepting rubbish bin collection days).
- 7.8 Perimeter boundary fencing is also considered throughout the process and is discussed with all dwellings adjoining the site during the construction process. If boundary fencing is in good condition and will not cause safety hazards it is generally kept in place to ensure minimal disturbance to the neighbours. A fencing review is undertaken during the detail design and construction phases of the Proposal.

7.9 The submitted landscape plans detail the following:

- (a) Landscape drawings number H20210017-GRO-L801 to L805 detail the general layout of the hard and soft landscape components. Drawing L800 provides a legend which breaks down specifications for the different finishes, materials, furniture, and fencing specifications in accordance with Kāinga Ora specifications and HDC standard details and specifications.
- (b) Landscape drawings number H20210017-GRO-L821 to L824 and L831 and 837 include planting plans and planting schedules. These plans detail trees, hedging, grasses and ground cover for each lot and the shared JOAL. The planting design proposed a mixture of native and exotic species chosen for their hardiness and low maintenance values as well as colour texture and amenity value. Each lot is provided with canopy trees, fruit trees and garden bed areas.
- (c) Landscape drawings number H20210017-GRO-L841 to L848 contain detailed levels drawings to allow the construction of level entries to all single storey buildings and integration to the existing streetscapes and proposed JOAL. Dimensioned set out plans are provided to assist in assessment and compliance and assist contractors during construction.
- (d) Landscape drawings number H20170017-GRO-L851 and L852 are landscape details for construction purposes.
- (e) Landscape drawings number H20170017-GRO-L860 is a tree retention and removal plan which ensures that existing trees are retained wherever possible. Most trees have been shown for removal due to their location to the proposed buildings. However further investigation will be undertaken during the detail design phase, including whether some of the better fruit trees are able to be transplanted.

7.10 The landscape design also considers the following:

- (a) **Lighting:** A lighting design has been integrated throughout the JOAL area which was formally designed by Techlight Lighting New Zealand and integrated into the landscape layout. This

provides lighting for the JOAL only, lighting within the lots is provided by detailed Architectural elements.

- (b) **Fencing:** The fencing design includes different fence types, derived from the Kāinga Ora landscape design guide, that allow varying levels of openness/ visibility for privacy for the customers and passive surveillance of the public realm. Existing perimeter fencing will be retained if in good condition. Neighbours are to be consulted during the construction process to agreement on any replacement fencing.
- (c) **Yards:** All lots contain a portion of open lawn area, a patio, all weather pathway access around the dwelling and a utility/ service area which allocates a shed, washing line and rubbish bins.
- (d) **Public Interface:** All lots are provided with soft landscape treatments to the front of lot to ensure a high level of amenity and integration with the streetscape. Limited fencing is proposed in these locations also to allow passive surveillance of the street and JOAL frontage and to ensure positive community outcomes.
- (e) **Rubbish Collection:** Indicative collection points for kerb side rubbish collection are shown on the landscape drawings along the berms of Grove Road and Sussex Street.

7.11 Due to the extensive internal review process required by the Kāinga Ora, the drawings submitted for Resource Consent are considered to be highly detailed and resolved for this stage of the approval process. The landscape and architectural drawings have also been Peer Reviewed for HDC by Deyana Popova, Director at Urban Perspectives Ltd during the resource consent assessment process. Development Nous and Createus sat with Deyana and discussed her Urban Design concerns and incorporated the agreed changes within the current drawings sets.

## 8. PROPOSED MITIGATION

- 8.1 As discussed above, the design process and internal Kāinga Ora urban design review processes tries to mitigate as much as possible any adverse effects on the receiving neighbourhood particularly the



adjoining properties. The design has been considered very diligently to ensure minimal disturbance to the neighbours and integration into the receiving landscape.

- 8.2 The fencing and soft landscape component of the Proposal plays a critical role in mitigation and integration into the receiving environment. The current Proposal proposes a very refined and considered scheme reflecting these considerations. The submitted Proposal will be further refined during the detail design phase in preparing the plans for the Building Consent Application.
- 8.3 Particular attention from a landscape mitigation perspective is to provide a mixture of pavement finishes and materials for interest, aesthetic, and to delineate spaces. The car parks, pathways, JOAL, patios and utility areas are all either a different texture, colour or finish of concrete to provide interest for the customers and the wider community. Materials chosen are robust and durable providing longevity and low maintenance.
- 8.4 Soft landscape is another major component in mitigation of the Kāinga Ora residential development projects. All public interfacing frontages and internal shared interfaces are provided with soft landscaping to soften the built form and fencing throughout. Planting species are chosen for their hardiness and low maintenance attributes to ensure longevity and relative self-sustainability. Over time the trees will also grow to provide a mid-level canopy grounding the two storey homes into the landscape.
- 8.5 The consultant documentation submitted provides a level of detail that is beyond what is normally considered acceptable at concept design. This level of detail is provided for assurances of a successful project.

## 9. ACTUAL OR POTENTIAL EFFECTS

- 9.1 From my professional opinion I do not believe there to be any actual or potential adverse landscape and visual effects. The Proposal provides a well-considered highly detailed and highly scrutinised design that provides the community with needed housing stock. The landscape design provides a fine balance of usable open space, utility space and low maintenance softscape amenity for each home while providing a well-considered urban interface that integrates with the residential

environment. Overall, with the proposed landscaping for the Proposal, I consider the landscape and visual effects to be less than minor.

- 9.2 In my opinion, any further landscape embellishment will be too cumbersome for each yard space, taking up too much space, and provide too much maintenance for the customers. Planting density and design is as such that once the soft landscape is established and the dwellings are settled, they will soften into the existing environment nicely.

## 10. COMMENTS ON SUBMISSION

- 10.1 As described in the Council's Section 42A report, the proposed application was Limited Notified to the owners of 1016 Grove Road who submitted in opposition to the proposal. Of relevance to my expertise, the submitters raised concerns due to the loss of privacy and possible boundary issues.
- 10.2 Kāinga Ora has offered mitigation measures to the submitter to address their concerns as follows:
- (a) Establish fixed Louvers to first floor bedrooms to East and Elevation to prevent overlooking on the property at 1016 Grove Road; and
  - (b) Establish obscured glass to bathroom windows; and
- 10.3 I believe each of these mitigation measures are appropriate. Similar mitigation measures have proven successful at other projects I have been involved in for Kāinga Ora.
- 10.4 As discussed, the existing fencing that adjoins the perimeter of the project are all reviewed for condition and safety and any proposed replacements are discussed with the adjoining owners. Proposed fence height is also a factor discussed at this time. The Kāinga Ora Landscape Design Guide provides a palette of fencing options (Chapter 4) that can be utilised in these locations. I also note that in terms of a landscape visual assessment, the existing vegetation within the submitter's property would be deemed an existing mitigating factor for visual overlooking and privacy. The property at 1016 Grove Road contains existing mature pittosporum hedging on the north-western boundary the height of the eaves. This existing vegetation will play a

part in mitigation of adjoining proposed lot 5 as well as the garage on the south-eastern boundary which provides visual and physical separation from proposed lot 3.

#### 11. COMMENTS ON THE COUNCIL'S SECTION 42A REPORT

- 11.1 Having read the section 42A report I offer the following comments:
- 11.2 Part 8.0 of the Section 42A (section 42A) report discusses the actual and potential effects arising from the proposed resource consent and how it effects the property at 1016 Grove Road.
- 11.3 Specific to the landscape component of the proposal **paragraphs 8.11 – 8.28** of the section 42A discusses the actual and potential effects on amenity and residential privacy. I agree with the statements made in this report in particular they would like to comment on the following paragraphs relevant to the landscape:
- (a) **Paragraph 8.17** the Partially Operative Hastings District Plan already provides for the construction of two-storey buildings through and the set back and height in relation to boundary requirements of the zone area also met in all instances at the external boundaries of the site. The proposed landscape design will ensure that the proposed built form will be integrated into the surrounding landscape. The compact housing design will provide good internal and external living conditions for future occupiers. The extensive soft landscaping throughout the site will, in my opinion, ensures that the development does not dominate the contextual landscape.
- (b) **Paragraph 8.18** discusses the visibility of the project due to its location fronting Grove Road, being a collector road, and directly adjacent popular recreation areas. The design team has considered this and has worked hard to provide a pragmatic frontage that also provides a high level of amenity through, materiality, colour, finishes, planting and building and fence design, heights and facade articulation. The same level of quality design is present within the Sussex and Grove project as is shown on less visible sites like the noted Kauri Place and Bledisloe Road sites.



- (c) **Paragraph 8.23** discusses the proposed landscape plan and fencing allocation and the inclusion of a 1.8m high fence proposed to the adjoining boundary of 1016 Grove Road. The landscape specifications on drawing H20170017-GRO-L800 note that this fence will only be installed upon agreement with the adjoining property owners. If the existing fence is in disrepair and would cause safety and environmental issues for future customers Kāinga Ora would prefer to agree on a replacement. If the fencing is generally in good condition, it is likely to be retained. The visibility splay fencing is also only installed on agreement with the neighbouring property owner.

## 12. COMMENTS ON THE SUBMISSION

- 12.1 **Recommendation to the Hearing Committee, Recommendation 1 of 2 (Subdivision and NESCS) – Proposed Consent Notice 9, Landscape and fencing maintenance:** this condition proposes that "landscaping on site shall be maintained at all times. I have concerns that this is very stringent and should maybe be limited to the public interfaces and shared JOAL only. This has been raised with the Kāinga Ora consultant team and will be addressed further within the planning evidence.
- 12.2 **Recommendation 2 of 2 (Land Use) – Proposed Consent Notice 6, Architecture and landscaping:** similar to above, this condition recommends ongoing maintenance of the landscape component for the proposed. This condition should be consistent with the Consent notice 9 and will be discussed in the planning evidence.

## 13. CONCLUSION

- 13.1 In summary it is my professional opinion that:
- (a) the design approach offers significant benefits whilst effectively addressing potential adverse environmental effects from the development. In that regard, the proposed development anticipates a grain and density of built form consistent with the District Plan objectives and policies for residential development and is complementary to the growing palette of built form within the neighbouring suburbs.

- (b) I consider the proposal presents a coherent and legible urban development that will provide a safe, pleasant and positive environment for future residents, and will reflect positively on the receiving environment.

13.2 On the basis of my professional assessment, I consider that:

- (a) Overall, potential adverse landscape design effects will be less than minor;
- (b) I believe adverse effects to amenity and residential privacy such as enclosure and overlooking have been remedied through the mitigation measures proposed;
- (c) Further, the property at 1016 Grove Road contains existing established vegetation and buildings that help to buffer and reduce perceived effects from the Proposal.
- (d) Positive landscape visual outcomes will be achieved, particularly through the layout and building design, supported by the landscaping and planting proposed; and
- (e) There is no basis for resource consent to be declined from a landscape and visual perspective.

**Gemma Frances Guilford**  
17 August 2022

**BEFORE A HEARINGS COMMITTEE IN HASTINGS**

**UNDER** the Resource Management Act 1991 (**RMA**)

**IN THE MATTER** of an application by Kāinga Ora-Homes and  
Communities under s88 RMA for consents to  
undertake a 24 unit residential housing development  
and other associated works at 1012, 1014 and 1018  
Grove Road, and 1015 – 1023 Sussex Street,  
Mayfair, Hastings. (RMA20210495)

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**STATEMENT OF EVIDENCE OF BRENDON SCOTT LIGGETT ON BEHALF OF  
KĀINGA ORA-HOMES AND COMMUNITIES**

**CORPORATE**

**Dated: 17 August 2022**

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**BUDDLE FINDLAY**  
Barristers and Solicitors  
Auckland

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## 1. INTRODUCTION

- 1.1 My name is Brendon Scott Liggett. I hold the position of Manager - Development Planning within the Urban Planning and Design Group at Kāinga Ora-Homes and Communities.
- 1.2 This statement of evidence relates to the application by Kāinga Ora-Homes and Communities (**Kāinga Ora**) for the construction and subdivision of 24 new dwelling units and associated works (**Proposal**) at 1012-1014, 1018 Grove Road and 1015-1023 Sussex Street, Mayfair, Hastings (**Site**).

### Experience & Qualifications

- 1.3 I hold a Bachelor of Planning from the University of Auckland. I have held roles in the planning profession for the past 20 years and have been involved in advising on issues regarding the RMA and District Plans.
- 1.4 My experience includes five years in various planning roles within local government. For the past 16 years I have been employed by Kāinga Ora.
- 1.5 I have been providing development planning expertise at Kāinga Ora (previously as Housing NZ) since 2006. In this role I have:
  - (a) Undertaken assessment and identification of redevelopment land within the portfolio;
  - (b) Provided input into the organisation's strategic land planning, including the Asset Management Strategy, various investment and land use frameworks, and various structure plan processes;
  - (c) Provided advice on, and management of, the regulatory planning processes associated with residential development projects;
  - (d) Managed engagement with local authorities, local communities and other agencies on matters relating to regulatory policy frameworks associated with residential development;
  - (e) Provided advice on, and management of, the organisation's input into strategic planning activities including plan changes and plan review processes throughout the country, including technical lead and project management of submissions to the Proposed Auckland



Unitary Plan and Christchurch Replacement District Plan review, as well as more recent plan review processes throughout the country.

#### **Involvement in the Proposal**

- 1.6 In my role as Manager - Development Planning, I lead a team of planners responsible for working with our Development Managers to identify and assess housing development opportunities across New Zealand, including by providing advice on and managing the regulatory planning processes associated with residential development projects.
- 1.7 More specifically in terms of the Proposal, my team was involved in identifying and assessing the opportunities for redevelopment of the Site with reference to the particular portfolio needs, the location of the Site, the opportunities enabled under the Hastings District Plan - including options assessment for the site layout and configuration. We have also provided planning advice and input into strategic, design and planning decisions throughout the process.

#### **Scope of Evidence**

- 1.8 My evidence will address the following:
- (a) Kāinga Ora and its role as a national public housing provider;
  - (b) Housing Demand, including the demand for housing in Hastings District;
  - (c) Kāinga Ora Construction Intentions for the Hastings District;
  - (d) The Proposal, including the opportunities the Site presents;
  - (e) Consultation; and
  - (f) Conclusion.
- 1.9 I confirm that I am authorised to give corporate evidence on behalf of Kāinga Ora in respect of the Proposal.

#### **2. BACKGROUND TO KĀINGA ORA-HOMES AND COMMUNITIES**

- 2.1 Kāinga Ora was formed in 2019 as a statutory entity established under the Kāinga Ora-Homes and Communities Act 2019, bringing together Housing

New Zealand Corporation, HLC (2017) Ltd and parts of the KiwiBuild Unit. Under the Crown Entities Act 2004, Kāinga Ora is a crown entity and is required to give effect to Government policy.

- 2.2 The first Government Policy Statement on Housing and Urban Development (**GPS-HUD**) was published on 28 September 2021 and provides a shared vision and direction across housing and urban development, to guide and inform the actions of all those who contribute to the housing and urban development sector. The shared visions is:<sup>1</sup>

*Everyone in Aotearoa New Zealand lives in a home and within a community, that meets their needs and aspirations.*

- 2.3 The GPS-HUD outlines the need for concerted and ongoing action across six focus areas<sup>2</sup> to realise the vision, outcomes, and future envisaged for Aotearoa New Zealand:
- (a) Ensure more affordable homes are built;
  - (b) Ensure houses meet needs;
  - (c) Enable people into stable, affordable homes;
  - (d) Support whanau to have safe, healthy affordable homes with secure tenure;
  - (e) Re-establish housing's primary role as a home rather than a financial asset; and
  - (f) Plan and invest in our places.
- 2.4 Kāinga Ora is the Government's delivery agency for housing and urban development. Kāinga Ora therefore works across the entire housing spectrum to build complete, diverse communities that enable New Zealanders from all backgrounds to have similar opportunities in life. As a result, Kāinga Ora has two core roles:
- (a) being a world class public housing landlord; and
  - (b) leading and coordinating urban development projects.

<sup>1</sup> Government Policy Statement on Housing and Urban Development, 28 September 2021, page 5.

<sup>2</sup> Ibid.

- 2.5 The statutory objective<sup>3</sup> of Kāinga Ora requires it to contribute to sustainable, inclusive, and thriving communities that:
- (a) provide people with good quality, affordable housing choices that meet diverse needs;
  - (b) support good access to jobs, amenities and services; and
  - (c) otherwise sustain or enhance the overall economic, social, environmental and cultural well-being of current and future generations.
- 2.6 The statutory functions of Kāinga Ora in relation to urban development extend beyond the development of housing (which includes public housing, affordable housing, homes for first home buyers, and market housing) to the development and renewal of urban environments, as well as the development of related commercial, industrial, community, or other amenities, infrastructure, facilities, services or works.
- 2.7 Kāinga Ora is currently the largest residential landlord in New Zealand, providing public housing<sup>4</sup> to more than 186,000 people<sup>5</sup> who face barriers (for a number of reasons) to housing in the wider rental and housing market.
- 2.8 Almost all Kāinga Ora tenants are supported by the income-related rent subsidy. The operating principles of Kāinga Ora reflect a focus on ensuring tenants have stable housing that will enable better life outcomes and healthier communities, and include:
- (a) The provision of good quality, warm, dry and healthy rental housing;
  - (b) Supporting tenants to be well connected to their communities, lead lives with dignity and the greatest degree of independence possible, and to sustain tenancies;
  - (c) Working with community providers to support tenants and ensuring those most in need are supported and housed;

<sup>3</sup> Section 12, Kāinga Ora Homes and Communities Act 2019.

<sup>4</sup> Public housing is an umbrella term for state housing and community housing.

<sup>5</sup> Kāinga Ora – Homes and Communities Annual Report 2021.

- (d) Being a fair and reasonable landlord, treating tenants and their neighbours with respect, integrity and honesty; and
- (e) Managing housing stock prudently, and upgrading and managing this housing to ensure it remains fit for purpose.

### 3. HOUSING DEMAND

- 3.1 The Ministry of Social Development national statistics show that there are some broad trends emerging in terms of housing demand:
- (a) Single parent and single-person households make up the majority of households required;<sup>6</sup>
  - (b) 80% of demand on the MSD Housing Register is for one and two-bedroom homes;<sup>7</sup> however
  - (c) There is still an increasing demand for all types and sizes of public housing generally, including larger family homes for intergenerational use.
- 3.2 The changes in the tenant base have been reflective of changes in the demographic makeup of society, from primarily nuclear families to larger families, single parents with children and single-person households. This has meant that there has been a marked change in the type of public housing that is required by the tenant base of Kāinga Ora.
- 3.3 Alongside this, demand for housing is generally outpacing supply. The number of applicants on the MSD Housing Register across New Zealand has increased from 4,866 applicants in March 2017 to 26,868 applicants in March 2022.<sup>8</sup> In the last year, there has been a 13% increase in applicants on the MSD Housing Register. *Housing Demand in Hastings*.
- 3.4 Kāinga Ora currently manages 1,223 dwellings within Hastings District.<sup>9</sup>

<sup>6</sup> Ministry for Social Development Housing Register - June 2022.

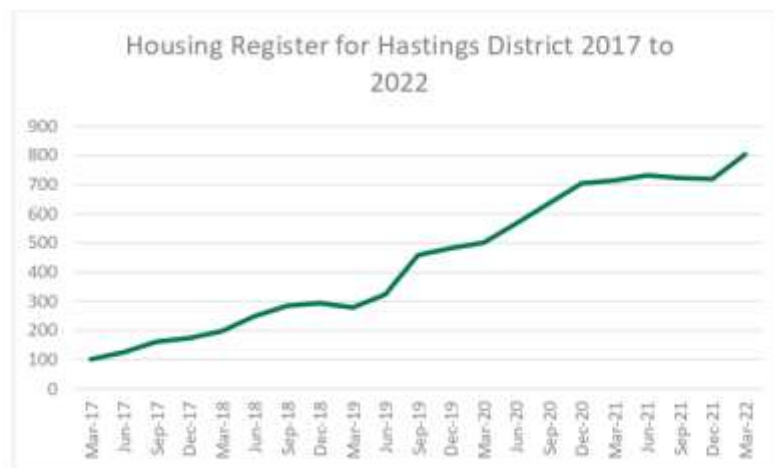
<sup>7</sup> Ministry for Social Development Housing Register - June 2022.

<sup>8</sup> <https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/housing/> . The Housing Register includes applicants not currently in public housing who have been assessed as eligible, and who are ready to be matched to a suitable property.

<sup>9</sup> Kāinga Ora Housing Statistics - Managed Stock TLA March 2022 \*(excludes Community Group Housing and Transitional Housing).



3.5 Housing need is significant in Hastings, with median home prices increasing substantially over the last several years<sup>10</sup>. In March 2017, there were 102 applicants on the MSD Housing Register within the Hastings District. In contrast, in March 2022, there were 804 applicants on the MSD Housing Register within the Hastings District. **Figure 1** below illustrates this increase over the last five years.



**Figure 1. Growth in Housing Register between 2017 and 2022 in the Hastings District**

3.6 The demand profile in Hastings reflects the broad trends described in section 3.1 and 3.2 above. That is, the biggest demand is for smaller (one or two bedroom) dwellings as shown on **Figure 2** below, with approximately 75% of the Housing Register requiring one and two-bedroom homes.<sup>11</sup>

<sup>10</sup> REINZ Residential Property Data, released 14 September 2021.

<sup>11</sup> MSD Housing Register: <https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/housing/index.html>

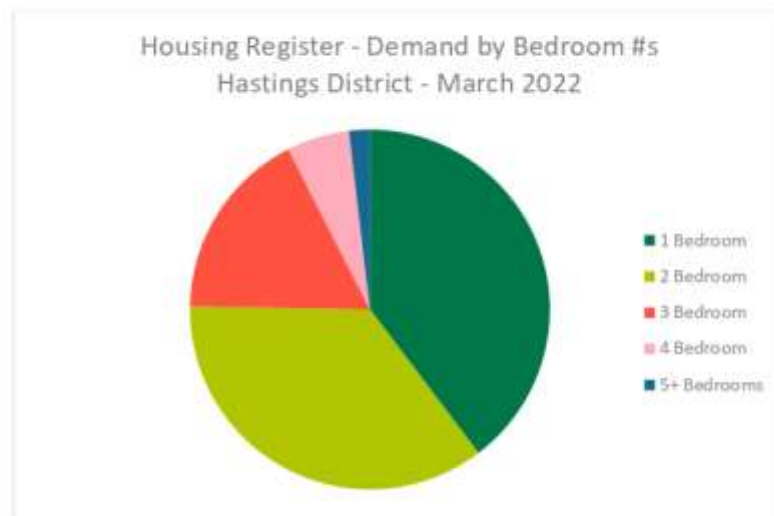


Figure 2. Housing Register for Hastings District by # of Bedrooms

#### Kāinga Ora construction intentions for Hastings

- 3.7 Kāinga Ora is currently undertaking the largest residential building programme New Zealand has seen in decades. Kāinga Ora is firmly focussed on increasing the scale and pace of build programmes to deliver an unprecedented volume of new and replacement homes that will:
- (a) provide healthy, comfortable, and fit-for-purpose housing to people in need, for the duration of their need;
  - (b) improve the diversity and effectiveness of public housing to meet the changing needs of our communities and to align the state housing portfolio with demographic trends and demand; and
  - (c) deliver housing that is modern, high quality, makes the most efficient use of land, and fits seamlessly into established communities.
- 3.8 As part of this, the Kāinga Ora construction intentions for Hastings involves building new state housing stock in locations throughout Hastings to meet the growing demand for public housing. Between 2021 and 2024, Kāinga Ora intends to construct approximately 400 new dwellings in Hastings.<sup>12</sup> The intention to deliver an increased provision of housing within Hastings

<sup>12</sup> <https://kaingaora.govt.nz/working-with-us/construction-intentions-by-region/>

by Kāinga Ora aligns with Hastings District Council's Medium and Long Term Housing Strategy.<sup>13</sup>

- 3.9 The construction activities of Kāinga Ora incorporates design principles and controls that ensure the housing we develop is of good quality and meets the needs of the communities we serve. When we build, we consider site location, access to amenities and services, risks to natural hazards and the ability for the site to contain a well-connected, sustainable and inclusive development.

#### 4. NATIONAL PLANNING CONTEXT

- 4.1 Through its active involvement in plan-making and resource consenting activities across New Zealand, Kāinga Ora is also informed by national direction. Given the alignment with its own statutory objectives, Kāinga Ora plays a pivotal role in working with Councils to facilitate reform within the housing and development sectors and to ensure planning documents reflect, and appropriately give effect to, direction in the National Policy Statement for Urban Development 2020 ("NPS-UD").
- 4.2 In this regard, and as Hastings meets the definition of an urban environment under the NPS-UD, the following policies are considered to be of relevance to the proposed development:
- (a) Planning decisions<sup>14</sup> must contribute to well-functioning urban environments (Policy 1);
  - (b) Councils must provide sufficient development capacity to meet demand for housing and business land over the short, medium, and long terms (Policy 2).
- 4.3 For the purpose of the NPS-UD, the Site is an area of land that is, or is intended to be, predominantly urban in character. The Proposal gives effect to the NPS-UD by supporting the urbanisation and intensification of zoned land that provides for residential development which has high accessibility to open space, active transport, schools and commercial centres. Whilst the density proposed is assessed as not being inconsistent

<sup>13</sup> Hastings Medium and Long Term Housing Strategy, 2021.

<sup>14</sup> 'Planning decision' includes a decision on a resource consent. See 1.4 of the NPSUD.



with what is anticipated by the Hastings District Plan, the NPS UD further supports the proposed land use. In particular, the Proposal:

- (a) provides for the construction of 24 new residential units which will result in a more efficient use of the Site (currently 8 lots providing 8 dwellings with ancillary buildings (garages, carports and garden sheds), as anticipated and required by the NPS-UD;
- (b) allows for greater intensification of residential activities in an area that is already zoned for residential development and located near areas providing a large range of employment opportunities and that is already serviced by existing infrastructure;
- (c) provides an opportunity to improve housing affordability;
- (d) enables more people to live in a residential environment which is within a residential zone;
- (e) provides an opportunity for an urban environment, including its amenity value, to develop and change over time;
- (f) provides for additional development capacity within Hastings District.

## 5. THE SITE

- 5.1 The Site consists of eight records of title encompassing 5,614m<sup>2</sup> of residentially zoned (Hastings General Residential) land within Mayfair, Hastings. Of these records of title, the three properties along Grove Road (1012, 1014 and 1018) are identified within the District Plan via an overlay as suitable for Comprehensive Residential Development (**CRD**). The CRD overlay enables a greater density of development to occur on identified sites throughout the City Living and General Residential zones of the ODP, specifically providing for densities of 20-40 dwellings per hectare with minimum site sizes of 250m<sup>2</sup>.
- 5.2 The Site contains eight existing standalone residential dwellings and associated accessory buildings (garages, carports and garden sheds). These dwellings and ancillary buildings would need to be relocated, deconstructed or demolished in order to provide for the redevelopment of the Site.

5.3 Redevelopment of the Site is particularly attractive for a number of reasons:

- (a) Overall, the Site is of a large size and presents a unique opportunity for a comprehensive development outcome, which is able to make better use of under-utilised land within the Hastings Kāinga Ora portfolio. In particular, the size and shape of the Site makes increased scale and heights of development practicable whilst generally complying with key bulk and location standards within the zone and ensuring potential adverse effects on adjoining properties are appropriately minimised.
- (b) When developing and intensifying its portfolio, Kāinga Ora looks to make better use of land with good access to transport options, commercial amenity, community facilities (such as public open space, educational facilities, or other social infrastructure), and areas of employment. In this regard, intensification of the Site allows opportunity for Kāinga Ora to house a greater number of individuals and families in proximity to those key amenities and services they are most likely to rely upon. This approach would support and contribute to a well-functioning urban environment and compact urban form in accordance with the NPS-UD as previously detailed, and is considered to accord with the Kāinga Ora statutory objective.<sup>15</sup>
- (c) In relation to the above, the Site is considered to be well located for the scale and form of the development proposed, given its proximity to:
  - (i) Active modes of transport; Grove Road benefits from dedicated bicycle lanes (travelling in both directions) that connect the Site to the Hastings Central Business District (CBD) area and into the wider cycleway network of Hastings;
  - (ii) Schools and public open space. In particular, Windsor Park is located directly across from the Site on Grove Road. Karamu High School, Te Wharekura Primary School, Mayfair

<sup>15</sup> Section 12 of the Kāinga Ora – Homes and Communities Act 2019.

Kindergarten and Mayfair School are all within walking distance (up to 800m) from the Site; and

- (iii) The CBD is approximately 1.8km from the Site.

## 6. THE PROPOSAL

- 6.1 As noted above, the Proposal will occur across eight records of title, all currently containing single storey detached residential dwellings. The Proposal would provide for the establishment of 24 new residential dwellings across a range of typologies and dwelling sizes, being a mixture of duplex and standalone dwellings, with a density of approximately 42 dwellings per hectare. The dwellings will be a mix of single and two storey buildings.
- 6.2 The majority of the new dwellings will be two bedrooms (16 total), with larger homes (3-4 bedrooms) also proposed to cater to larger households and families. Of these 24 dwellings, 8 are proposed to meet universal accessible design standards. As outlined above, demographic analysis indicates that two-bedroom dwellings are required in this location to provide for increasing demand for smaller typologies. It will therefore contribute to meeting the anticipated demand, and provide for an efficient use of land by increasing the number of public housing available in this location in a typology that matches those on the MSD Housing Register.
- 6.3 In addition to the reasons set out above, the Proposal is largely compliant with performance standards of the Hastings General Residential Zone, with the exception of density, outdoor space and vehicle access provisions. For the reasons discussed in the Council's section 42a report<sup>16</sup> and planning evidence prepared by Kate Graham on behalf of Kāinga Ora<sup>17</sup> it is considered that the increased scale of development is acceptable within this residential context and is responsive to the need to be more efficient with land to increase housing supply. The Proposal will provide an increase of high quality, warm and healthy homes in a manner that appropriately responds to the scale, size, context and surroundings of the site.

<sup>16</sup> Hastings District Council section 42a report, dated 5 August 2022, endorsed 8 August 2022.

<sup>17</sup> Statement of Evidence of Kate Graham on behalf of Kāinga Ora – Homes and Communities, dated 17 August 2022.

6.4 The Proposal is considered to be in accordance with the outcomes sought by the NPS-UD, in terms of providing for a range of housing types matched to current and future demand, and which is of a high quality and well located relative to commercial amenity, services, and alternative transport modes.

6.5 In summary, the Proposal results in the provision of new and additional housing supply that is matched to current and future demand, is of improved quality, and is well located in proximity to amenities, education facilities, services, active transport links and parks for the form of development proposed.

## 7. CONSULTATION

7.1 Following the limited notification of this application to the owners of the property at 1016 Grove Road (Mr and Mrs Wilkinson), Kāinga Ora instigated and participated in informal mediation with the notified property owners. The mediation was beneficial in understanding the concerns of the owners of 1016 Grove Road being:

- (a) Building size and scale;
- (b) Density;
- (c) Vehicle overflow;
- (d) Removal of contaminated soil and health/safety in relation to this;
- (e) Overlooking and loss of privacy;
- (f) Non-complying subdivision; and
- (g) Flooding issues.

7.2 The informal mediation provided Kāinga Ora the opportunity to propose design solutions to mitigate concerns of overlooking, including fixed-louvers on upper floor bedroom windows on the elevations of Lots 1, 3 and 5 facing 1016 Grove Road.

7.3 With regards to the perceived density of development, Kāinga Ora presented an anticipated baseline of development for the Site to demonstrate that the same density of development could be experienced by



this neighbouring property, via the application of permitted density standards of the District Plan. The council's section 42a report has adopted this as a form of a permitted baseline of development and accepted that 'the permitted baseline has the potential to deliver similar effects on residential amenity and privacy to that which will arise as part of the proposed development'.<sup>18</sup> This is considered to address the concern of density raised through the submission.

- 7.4 The remaining issues raised through the submission were agreed by the Council to have less than minor effects and any additional mitigation beyond what is required through standard conditions would not be necessary.
- 7.5 Kāinga Ora supports the inclusion of these conditions in accordance with Appendix A of the Statement of Evidence prepared by Kate Graham on behalf of Kāinga Ora.

#### **Conditions**

- 7.6 The Council has recommended and put forward a number of consent conditions in its s42A report to be considered by the Commissioner. In general, any deletion or amendments sought to these conditions are outlined within the planning evidence, however Kāinga Ora has particular concern regarding earthworks conditions, the duplication of conditions across the land use and subdivision recommendations and the use of consent notices. These concerns are addressed below.

#### **Earthworks**

- 7.7 Conditions (27) - (42) of recommendation 1 of 2 (subdivision consent) relate to the management of earthworks. Kāinga Ora is of the view that the matter of earthworks is a land use consent issue and therefore these conditions do not belong under the subdivision decision. Moreover, the Proposal complies with permitted earthworks standards of the District Plan and therefore earthworks controls and their implementation should not be a condition of subdivision consent.

<sup>18</sup> Hastings District Council s42a report, titled 'Limited Notified land use and subdivision consent application for the construction of twenty-four residential dwellings, with associated earthworks, soil remediation and subdivision.

- 7.8 Conditions (49) – (50) of recommendation 1 of 2 (subdivision consent) relate to potential contaminants and soil remediation. Kāinga Ora is of the view that this is a land use consent issue and it is not appropriate to include these conditions under the subdivision recommendation.
- 7.9 As such, Kāinga Ora request the deletion of conditions (27) – (42) under recommendation 1 of 2 and the relocation of conditions (49) – (50) to be under recommendation 2 of 2 (land use).

***Duplication of conditions***

- 7.10 Condition (3) of recommendation 2 of 2 (land use) requires infrastructure servicing and earthworks associated with the development to be completed in accordance with conditions (10) – (50) of recommendation 1 of 2 (subdivision).
- 7.11 As mentioned above, earthworks are not a subdivision matter and therefore such conditions should not be within the subdivision recommendation. Whilst the appropriate location for earthworks conditions is within the land use consent recommendation, as the Proposal complies with the permitted earthworks standards of the District Plan, any reference to earthworks management is not considered necessary as Kāinga Ora will be complying with the permitted standards of the District Plan in this regard.
- 7.12 The matter of infrastructure servicing is a subdivision consent issue or a building consent issue, and should not be referenced as a condition through the land use consent recommendation. There are conditions proposed through the subdivision recommendation ((10) – (26)) that adequately address infrastructure servicing requirements.
- 7.13 Condition (4) of recommendation 2 of 2 (land use) requires additional certification prior to lodging building consent to confirm that the finishing of the development is to be undertaken in accordance with the details approved through this resource consent.
- 7.14 Kāinga Ora considers this to be covered by condition (1) of both recommendation 1 and 2 of the council's s42a report and therefore results in unnecessary duplication. As detailed within the planning evidence<sup>19</sup>, a

<sup>19</sup> Statement of Evidence of Kate Graham on behalf of Kāinga Ora – Homes and Communities, dated 17 August 2022.

condition requiring the submission of final materials and colour palettes would be acceptable in place of condition (4).

- 7.15 As such, Kāinga Ora request the deletion of condition (3) and replacement of condition (4) of recommendation 2 of 2. As detailed within the planning evidence<sup>20</sup>, should the Council see it necessary, an advice note could be included on the land use consent that relates to servicing requirements.

#### **Consent Notices**

- 7.16 Conditions (9)(a) – (e) of recommendation 1 of 2 (subdivision) seek to impose consent notices relating to the following matters:

- (a) Landscaping maintenance;
- (b) Establishment of any future fencing on-site;
- (c) Limit of one household unit per site;
- (d) Stormwater attenuation.

- 7.17 Landscaping of the development and the continued maintenance of this is a land use consent matter and can be certified through the land use consent process. Kāinga Ora does not consider this to be a matter for the subdivision consent as it is a means of managing land use effects. Kāinga Ora seeks the deletion of proposed conditions 9(a) and (b).

- 7.18 The limit of one household unit per site following the subdivision of land is reflective of the level of development that is able to be undertaken through the Operative District Plan. Kāinga Ora does not consider it appropriate to impose this as a consent notice as development within the urban environment should be adequately regulated through the District Plan provisions and any subsequent changes to these provisions. Furthermore, the condition to limit the sites to one household unit per site is considered to be contrary to the NPS-UD in that it removes a community's ability to respond to change in housing demand over time. Kāinga Ora seeks the deletion of proposed condition 9(c).

<sup>20</sup> Statement of Evidence of Kate Graham on behalf of Kāinga Ora – Homes and Communities, dated 17 August 2022.



7.19 With regards to the maintenance of the proposed stormwater attenuation systems, it is the view of Kāinga Ora that the stormwater attenuation system to manage the land use component of the development and therefore should be imposed through recommendation 2 of 2 (land use) and need not flow through as a consent notice under the subdivision recommendation.

7.20 For these reasons, Kāinga Ora request the deletion of conditions (9)(a) – (e) of recommendation 1 of 2.

## 8. CONCLUSION

8.1 As outlined above, there has been a marked increase in demand for public housing in the Hastings District in smaller typologies in areas that are well located in proximity to commercial services, amenities, facilities and public transport. In order to respond to this increase in demand, build houses at pace and redevelop existing sites that are no longer fit for purpose, Kāinga Ora proposes to develop the site at 1014 and 1018 Grove Road and 1015 – 1023 Sussex Street, Mayfair, Hastings to provide 24 new residential dwellings.

8.2 The Proposal has been designed to deliver high quality housing of the right type in an area of need. The Proposal aligns with the neighbourhood, locality and changing planning context and responds to the outcomes sought under the NPS-UD. The granting of consent for the Proposal subject to the conditions as sought by Kāinga Ora<sup>21</sup> would allow Kāinga Ora to deliver on its responsibility to provide efficient and effective public housing which meets the changing needs of the community, in a manner which aligns the public housing portfolio with demographic trends and demand.

**Brendon Scott Liggett**  
17 August 2022

<sup>21</sup> Statement of Evidence of Kate Graham on behalf of Kāinga Ora – Homes and Communities, dated 17 August 2022



**BEFORE A HEARINGS COMMITTEE IN HASTINGS**

**UNDER** the Resource Management Act 1991 (**RMA**)

**IN THE MATTER** of an application by Kāinga Ora-Homes and  
Communities under s88 RMA for consents to  
undertake a 24 unit residential housing  
development and other associated works at  
1012, 1014 and 1018 Grove Road, and 1015 –  
1023 Sussex Street, Mayfair, Hastings.  
(RMA20210495)

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**STATEMENT OF EVIDENCE OF WAYNE HODSON ON BEHALF OF  
KĀINGA ORA-HOMES AND COMMUNITIES**

**INFRASTRUCTURE**

Dated: 17 August 2022

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**BUDDLE FINDLAY**

Barristers and Solicitors  
Auckland

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Tel 64 9 358 2555 Fax 64 9 358 2055 PO Box 1433 DX CP24024 Auckland 1010

## 1. INTRODUCTION

- 1.1 My full name is Wayne Andrew Hodson and I am a Senior Principal Civil Engineer employed by Stantec New Zealand. I am a chartered professional engineer with Engineering New Zealand. I hold a Bachelor of Engineering in Civil Engineering (1st Class Honours) gained at the University of Canterbury.
- 1.2 I have 27 years' experience in civil engineering with a large proportion of this experience in the three waters engineering area i.e water, wastewater and stormwater. My experience includes subdivision and land development engineering from concept designs through to construction. I provide internal and external peer reviews for engineering designs for various clients throughout New Zealand. I was the 3-waters design lead for the recent Iona development Havelock North. Design progressed through to detailed design for water, wastewater and stormwater bulk services to service the proposed 55ha residential development area. Other projects include:
  - (a) Howard Street Residential development, a 21ha residential development area of Hastings. Lead technical reviewer for design that included pipeline conveyance, and wetland for treatment and detention storage for mitigating runoff from the proposed development; and
  - (b) Ōmāhu Industrial North Bulk Water Services, a 3km long industrial area in Hastings along Ōmāhu Road. Lead technical reviewer for bulk water services for water and wastewater reticulation and stormwater infiltration systems.
- 1.3 I am a member of the following professional bodies:
  - (a) Engineering New Zealand – Chartered Member; and
  - (b) Water New Zealand.
- 1.4 Stantec was commissioned by Kāinga Ora-Homes and Communities (**Kāinga Ora**) on 3 March 2021 to undertake the civil engineering designs for the Tranche 6 projects in Hastings.
- 1.5 I am the three waters design lead for the project and responsible for the engineering designs for the water, wastewater and stormwater aspects

for the Tranche 6 sites in Hastings. The Tranche 6 sites consists of the following four sites:

- (a) Sussex Street;
- (b) Sussex Street and Grove Road;
- (c) Beatty Street and Hood Street; and
- (d) Ngaio Street.

- 1.6 This evidence is in respect of a proposal by Kāinga Ora-Homes and Communities (**Kāinga Ora**) for the construction of 24 dwellings, comprising a mixture of 2, 3, 4 and 5-bedroom units in standalone and duplex typologies, and associated site works and subdivision (**Proposal**) at 1012, 1014 and 1018 Grove Road, and 1015 – 1023 Sussex Street, Mayfair, Hastings (**Site**).
- 1.7 As part of my role on the project, I visited the Site, including walkover of the subject properties on 25 March 2021. I initially undertook high level assessments of the service demands followed by the detailed design of the proposed infrastructure layouts for the site. The engineering submission for resource consent for the Site was submitted to Hastings District Council as part of an overall consent package on 29 September 2021.
- 1.8 Stantec was further jointly commissioned by both Kāinga Ora on 29 October 2021 and Hastings District Council on 4 November 2021 to undertake a modelling assessment of the existing wastewater network
- 1.9 All engineering design components for the sites have been progressed with input from Kāinga Ora and feedback via the internal TAG reviews.
- 1.10 The preliminary infrastructure designs were presented to Hastings District Council (**the Council**) for feedback through a series of development meetings with the engineering and development teams at Council. The impacts of the developments on the existing infrastructure network were also discussed in these meetings.

## 2. CODE OF CONDUCT

- 2.1 I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2014. I confirm that I have complied with the Code of Conduct in preparing this statement of evidence.



Unless I state otherwise, this evidence is within my sphere of expertise and I have not omitted to consider material facts known to me that might alter or detract from the opinions I express.

### 3. SCOPE OF EVIDENCE

#### 3.1 My evidence will address the following topics:

- (a) Brief overview of the engineering aspects of the Proposal;
- (b) Stormwater;
- (c) Wastewater;
- (d) Water;
- (e) Access and parking; and
- (f) Erosion and sediment control;
- (g) Comment on the section 42A report;
- (h) Comments on the conditions; and
- (i) Conclusions.

### 4. PROPOSAL OVERVIEW

#### 4.1 Stantec was engaged by Kāinga Ora to undertake the civil engineering investigation and design aspects for four developments in Hastings (known as the Tranche 6 development). One of these developments is the Sussex Street and Grove Road site in Hastings that covers 1015-1023 Sussex Street and 1012, 1014, 1018 Grove Road.

#### 4.2 Stantec's scope received from Kāinga Ora stipulated that the design was to comply with the required design standards applicable to the region and consenting authority. Those used as part of the design included:

- (a) Hastings District Council, Engineering Code of Practice 2020;
- (b) NZS 4404:2010 Land Development and Subdivision Infrastructure;
- (c) MBIE, Acceptable Solutions and Verification Methods for New Zealand Building Code Clause - E1 Surface Water Amendment 11, November 2020;

- (d) MBIE- Acceptable Solutions and Verification Methods for New Zealand Building Code Clause - G13 Foul Water Amendment 9, November 2020;
- (e) SNZ PAS 4509:2008 New Zealand Fire Service Firefighting Water Supplies Code of Practice; and
- (f) Hawkes Bay Regional Council, Hawke's Bay Waterway Guidelines - Stormwater Management dated May 2009).

#### Existing environment

- 4.3 The Site is located in the residential suburb of Mayfair located to the southeast of Hastings. The Site consists of single storey dwellings on individual titles except for 1018 Grove Road and 1017 Sussex Street which have been previously demolished.
- 4.4 The Site (along with the Sussex Street and Beaty Street / Hood Street sites) with existing dwellings connected to wastewater mains in Sussex Street and Grove Road of DN150mm and DN125mm respectively is in a wastewater catchment that discharges to the Hood Street pump station. This pump station has existing capacity issues during high intensity rainfall events. Hastings District Council raised concerns around the increased demands on this Hood Street pump station by any new and proposed developments in the Hood Street pump station catchment.
- 4.5 I understand from Hastings District Council that there had been confirmed overflows from the wastewater network in Sussex Street during high intensity wet weather events, including two events in the last few years, where wastewater overflowed from the manhole in Sussex Street. As Hastings District Council did not have resources available to undertake any wastewater network modelling, the Council requested Stantec to undertake this modelling on behalf of the Council and Kāinga Ora.
- 4.6 The existing site topography is flat with a general fall from Grove Road towards Sussex Street, although the front half of the existing Grove Road properties tends to fall towards Grove Road. From assessment of the site topography there are no wider stormwater flow paths into the site from surrounding properties with the general fall towards Sussex Street.

- 4.7 The Site is part of the urban area of Hastings that drains to the Collinge Drain that is part of the Awahou Stream catchment. There are noted historic areas of stormwater ponding in Sussex Street and Grove Road shown on Hastings District Council GIS mapping system. There is a low point in Sussex Street, approximately 100m south of the Site where the existing pipe stormwater system collects stormwater runoff from Sussex Street and Grove Road. This system has limited capacity and in extreme events stormwater ponds in the low part of the road reserve and into the adjacent properties.

## 5. STORMWATER

- 5.1 There is no piped stormwater reticulation adjacent to the Site with existing properties connected via kerb outlets to the existing kerb and channel in Sussex Street and Grove Road, that flows to the south to connect to a piped stormwater reticulation located approximately 100m to the south of the Site.
- 5.2 As noted above there are known ponding issues within the wider Grove Road and Sussex Street area, that we understand were more frequent in the 1990's, prior to upgrades to the stormwater reticulation in Sussex Street and Grove Road. Considering the existing overland flow paths, the Site drains along either Grove Road or Sussex Street to the southeast end of Sussex Street. This southern end of Sussex Street is a local low point with no formal secondary flow path, except through private property to the southeast (another Tranche 6 Kāinga Ora development site) through to Karamu High School.
- 5.3 The stormwater for the Site has been designed to ensure it complies with:
- (a) The Hastings District Plan;
  - (b) NZS 4404:2010 Land Development and Subdivision Infrastructure;
  - (c) HDC, Engineering Code of Practice 2020;
  - (d) MBIE, Acceptable Solutions and Verification Methods for New Zealand Building Code Clause - E1 Surface Water Amendment 11, November 2020; and

- (e) HBRC, Hawke's Bay Waterway Guidelines - Stormwater Management dated May 2009.

- 5.4 The Hastings District Council Stormwater Network system performance model was referenced during the design, specifically around the potential for flood hazards during the 1:100 year storm events including climate change.

**Effects**

*Wider flooding considerations*

- 5.5 As part of the design of the stormwater system, levels for the Jointly Owned Access Lot (**JOAL**) and the building floor levels, the Hastings District Council stormwater network model was checked to consider the impact on the site of the 1:100-year flood event including climate change (RCP 8.5 2081-2100). The model confirmed that Sussex Street itself flooded however, no stormwater from the road entered the Site. Therefore, in my opinion and assessment of the modelling results, the Site or Proposal is unlikely to have any flooding concerns from the wider catchment.

*Overland flow paths*

- 5.6 A review of the site topography indicated that the Site was not subject to any existing stormwater overland flow paths. The Proposal will not affect any existing overland flow paths from adjacent properties.

*Runoff mitigation*

- 5.7 On-site detention will be used to mitigate additional runoff from the development, such that the overall development runoff to Sussex Street and Grove Road does not exceed the permitted runoff co-efficient in the Hastings District Plan, Rule 7.2.5B. Detention storage will be provided for each lot using above ground tanks sized between 1,000 and 2,000 litres, with the size suited to the individual lot building roof area, with outlet control orifices, sized between 12mm and 17mm diameter to limit the peak flow rate discharged from each site for both 5-year and 50-year return period storm events. Total detention storage of 32,000 litres to be provided. Tanks are limited to be above ground due to the flat site and drainage connection limitations.



*Runoff to adjacent properties*

- 5.8 The Site has been designed so that all stormwater is contained on site, directed to the internal JOAL or road reserve and does not discharge into any neighbouring properties. The capacity of the internal primary piped stormwater and secondary overland flow exceeds the 100-year event.

*Conclusion on stormwater effects*

- 5.9 Potential peak runoff flow rates from the development have been mitigated to meet the permitted coefficients in the District Plan. Potential overland flow and runoff to adjacent properties have been mitigated with proposed stormwater pipework and proposed development shaping to avoid any effects on adjacent properties.

**6. WASTEWATER**

- 6.1 As noted above, the existing dwellings are connected to the HDC DN150mm and DN125mm wastewater reticulation network within Sussex Street and Grove Road. There are existing capacity issues with the network in this catchment.
- 6.2 The wastewater for the Proposal has been designed to ensure it complies with:
- (a) NZS 4404:2010 Land Development and Subdivision Infrastructure;
  - (b) HDC Engineering Code of Practice 2020; and
  - (c) MBIE, Acceptable Solutions and Verification Methods for New Zealand Building Code Clause – G13 Foul Water Amendment 11.
- 6.3 The Hastings District Council Wastewater Network system performance model was used to understand the impacts of the development plus the Sussex Street and Beatty Street / Hood Street sites, on the existing network.
- 6.4 A further information request was received for the site from Hastings District Council on 29 October 2021. The further information request sought for a wastewater modelling report to be undertaken which was to take into consideration the proposed development density compared



to a development with a compliant density. A response to these queries, which included the initial results from the modelling study commission jointly between Kāinga Ora and Hastings District Council and was submitted on 9 December 2022<sup>1</sup>.

#### **Effects**

- 6.5 The potential effect on capacity due to the Proposal was assessed using the Hastings District Council model. Five different scenarios were considered for both proposed and wider scale catchment development for Hastings District Council. These scenarios were:
- (a) Existing population – Baseline model;
  - (b) Future – Existing population doubled;
  - (c) Impact of the Sussex Street / Grove Road development;
  - (d) Impact of the Hood Street / Beaty Street development;
  - (e) Impact of the Sussex Street, Sussex Street / Grove Road and Hood Street / Beaty St development.
- 6.6 The target levels of service agreed with Hastings District Council as part of the modelling exercise were:
- (a) Target level of service is for no manhole overflows during the 5-year ARI design rainfall event (RCP8.5 2081-2100);
  - (b) Development considered to not have a significant impact on level of service (LOS) if:
    - (i) No new overflow locations (overflows if > 10m<sup>3</sup>);
    - (ii) No increase in spilled volume > 10%;
    - (iii) No increase in surcharge level > 100mm.
- 6.7 The findings of the modelling showed that for the existing population, several manholes in the catchment were predicted to be overflowing during the 5-year ARI design rainfall event, and a significant part of the network is undersized. Additionally, extensive upgrades in the network together with an increased capacity at the Hood Street and Louie Street pumping stations are required to address existing level of service shortcomings.

<sup>1</sup> Stantec, Hood Street Wastewater Catchment Network Modelling Report, Prepared for Hastings District Council and Kāinga Ora, December 2021, Rev 1 (17/01/2022).

6.8 The modelling also showed that the impact of the Sussex Street / Grove Road development would increase the volumes from one of the overflowing manholes by more than 10%. However, no new overflow locations were identified and all surcharge levels would increase by less than 100mm.

6.9 For the combined impact of the Tranche 6 proposed developments, the model showed that one existing overflow location is predicted to increase by more than 10%. However, no new overflow locations or increase in surcharge level by more than 100mm are predicted. It was noted that the additional overflow volume could be mitigated via providing additional storage in Sussex Street or replacing one of the pumps at the Hood Street pumping Station with a higher capacity pump.

*Mitigation*

6.10 Discussions with the Hastings District Council have confirmed that they do not favour ad-hoc short-term mitigation measures in their network and are planning on implementing wider catchment upgrades to address current level of service issues and provide for future development in the catchment. A separate agreement, for the wider catchment upgrade is proposed to address this aspect.

*Conclusion*

6.11 The Proposal will increase the wet-weather overflow volumes from one manhole in Sussex Street during the level of service event modelled. This is to be mitigated as part of wider overall catchment scale upgrades planned by Hastings District Council.

**7. WATER**

7.1 The existing site is serviced via a 100mm DN water main located within Sussex Street and a 150mm DN water main located within Grove Road, with several fire hydrants located in close proximity. There are no current capacity issues.

7.2 The water network for the Site has been designed to ensure it complies with:

- (a) NZS 4404:2010 Land Development and Subdivision Infrastructure;

- (b) HDC, Engineering Code of Practice 2020; and
- (c) SNZ PAS 4509:2008 New Zealand Fire Service Firefighting Water Supplies Code of Practice.

- 7.3 The additional 16 lots, above the existing 8 lots, will create an additional water demand. This has been conservatively assessed at 32,000 litres assuming 2 people per bedroom and 400 litres/person/day. Fire-fighting demand for the site is unchanged from current situation.
- 7.4 The HDC water supply network model was used to confirm there is adequate capacity and pressure to provide for the additional demands and firefighting. The location of existing hydrants is sufficient to meet fire-fighting demands, with the JOAL providing access for fire trucks to access internal properties.

### **Effects**

#### **Capacity and Pressures**

- 7.5 The HDC water supply network model was used to confirm there is adequate capacity and pressure to provide for the additional consumptive demands and firefighting water supply. Assessments used the 2045 future scenario model with a reduction in network pressures to 80m HGL whilst also considering the other Tranche 6 developments in Sussex Street and Beatty Street that would add an additional 37 dwellings. Whilst the number of dwellings modelled are slightly less than that proposed, the modelling indicated that the effects are close to negligible on network pressure or capacity.

## **8. ACCESS AND PARKING**

- 8.1 Vehicle access to frontage properties on both Sussex Street and Grove Road will be via new vehicle crossings constructed to standard HDC requirements of a 3m width in accordance with standard drawings C19 and C19a of the Hastings District Council Engineering Code of Practice. Where possible joint crossings have been provided for adjacent lots to minimise the extent and loss of on-road parking.
- 8.2 Access to the rear lots 3 and 4 adjacent to 1016 Grove Road will be via the JOAL formed to a 3m width. A new vehicle crossing for the JOAL will be constructed to standard HDC requirements, to a 3m width in

accordance with standard drawings C19 and C19a of the Hastings District Council Engineering Code of Practice.

- 8.3 Access to internal properties will be via the one way JOAL formed to a 5m/5.5m width including a 1.2m wide footpath. New vehicle crossings for the JOAL will be constructed to standard HDC requirements, to a 3.8m width in accordance with standard drawings C19 and C19a of the Hastings District Council Engineering Code of Practice.
- 8.4 Vehicle tracking was undertaken through the central JOAL to ensure that emergency vehicles, and service trucks can access the Proposal. I confirm that the central JOAL has been designed to comply with emergency vehicle requirements.
- 8.5 Each site has provision for 1 parking space for the 2-bedroom units and 2 parking spaces for 3-bedroom and larger units. Existing on street parking on both Sussex Street and Grove Road has reduced in total by 6 spaces.

## **9. EROSION AND SEDIMENT CONTROL**

- 9.1 The Proposal is classed as a small site development in accordance with the Hawke's Bay Regional Council Erosion and Sediment Control Guidelines and will be managed to meet the permitted activity conditions under Rule 7 of the Regional Resource Management Plan.
- 9.2 The erosion and sediment guidelines note that control measures for small sites must be consider the following for erosion control:
- (a) Stormwater runoff from roof areas need to be carefully planned to ensure runoff does not run across bare sites and scour soils;
  - (b) Areas of exposed soils should be stabilised upon completion of earthworks; and
  - (c) The site should be isolated from the road system using silt fences to intercept flow from the site and a stabilised construction entrance(s) to provided site entry and exit.
- 9.3 The proposed erosion and sediment controls will comply with the Hawke's Bay Regional Council Erosion and Sediment Control guidelines and for the Proposal will consist of the following:
- (a) Silt fences to be installed around the full perimeter of the Site;



- (b) A stabilised entrance to be installed;
- (c) Highly trafficked areas to be stabilised with 150mm of AP65 or similar; and
- (d) Silt socks should be used in kerbs and around the nearest stormwater sump to provide additional control beyond the Site boundaries.

9.4 With the proposed sediment and erosion controls, along with monitoring and management during construction, will result in no more than minor effects.

#### **10. COMMENTS ON THE COUNCIL'S SECTION 42A REPORT**

10.1 Risk of Flooding – I agree with Hastings District Council's findings that the impacts of flooding on the submitters property from the development are less than minor, and in additional note that with mitigation provided to address additional site runoff and controls in place to prevent any runoff to neighbouring properties.

10.2 Conditions 15 and 16 should note "...either a shared connection within Lots 25-27 or individual direct connection..." as per condition 17, as the proposed design includes shared service connections for stormwater and wastewater within the (JOAL).

#### **11. CONCLUSION**

11.1 The associated civil engineering works and subdivision at 1012, 1014 and 1018 Grove Road, and 1015 – 1023 Sussex Street, Mayfair, Hastings, comply with the required Local Plan rules and engineering standards and mitigate, to a less than minor affect, the impacts on adjoining land owners or any downstream parties. The minor affect from the additional wastewater demands is to be addressed through a separate agreement with Hastings District Council.

**Wayne Hodson**  
17 August 2022